

FINAL PLAN & ENVIRONMENTAL IMPACT REPORT

North Fort Bragg Traffic plan

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City of Fort Bragg
General Plan Revision Program
CIRCULATION ELEMENT
NORTH FORT BRAGG TRAFFIC PLAN
SCH#91093091

FINAL
TRAFFIC PLAN AND
TIER III ENVIRONMENTAL IMPACT REPORT
September 28, 1992

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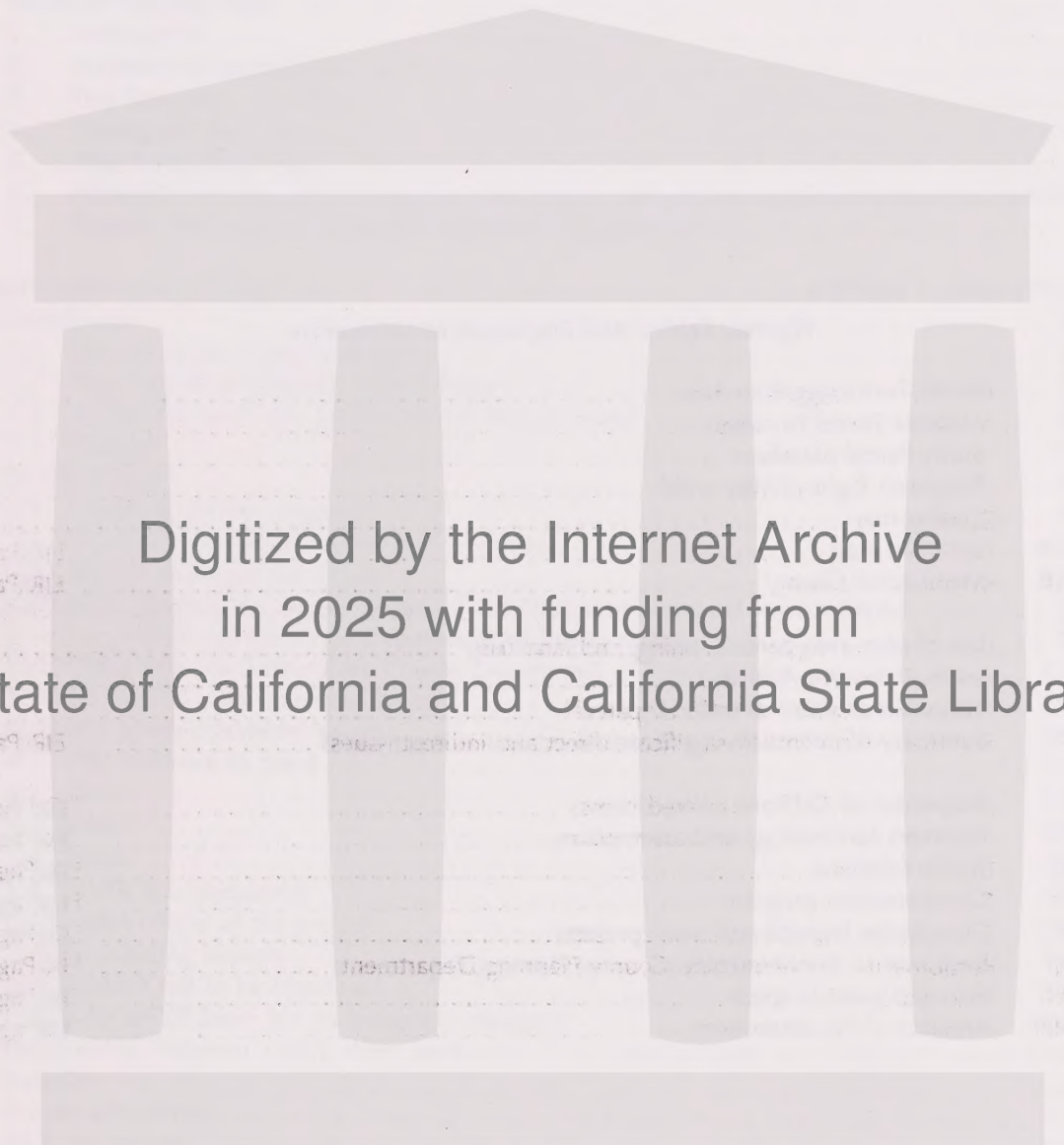
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III.

Special areas for circulation opportunities

E.

North of Pudding Creek Upon adoption, this traffic plan will become a part of the Fort Bragg General Plan Circulation Element.

1. Introduction

The area north of Pudding Creek has development potential that makes it a prime candidate for a traffic budget to be assigned to the undeveloped parcels, and those with additional development potential. The *North Fort Bragg Traffic Plan* (called "Plan" or "Traffic Plan" in this report) is the second area in the City for which a Traffic Plan is prepared. The Plan is intended to resolve three major issues:

1. The location of the right-of-way to accommodate improvements to the road segment.
2. A system to conserve development potential for parcels that are to provide right-of-way for road construction.
3. A definition of the width of the right-of-way that balances the need for long-term improvements with private property rights and economic growth.

An extensive series of traffic counts were conducted for the City. The traffic counts were then allocated to each parcel, including turning movements, trucks, and recreation vehicles. The studies extended from the north end of the Pudding Creek Bridge to the southern entrance to MacKerricher State Park (See Figure A on page 2). Figure B, Figure C on page 3, 4 identifies the Assessor Parcel Numbers for each of the parcels contained within the Plan area.

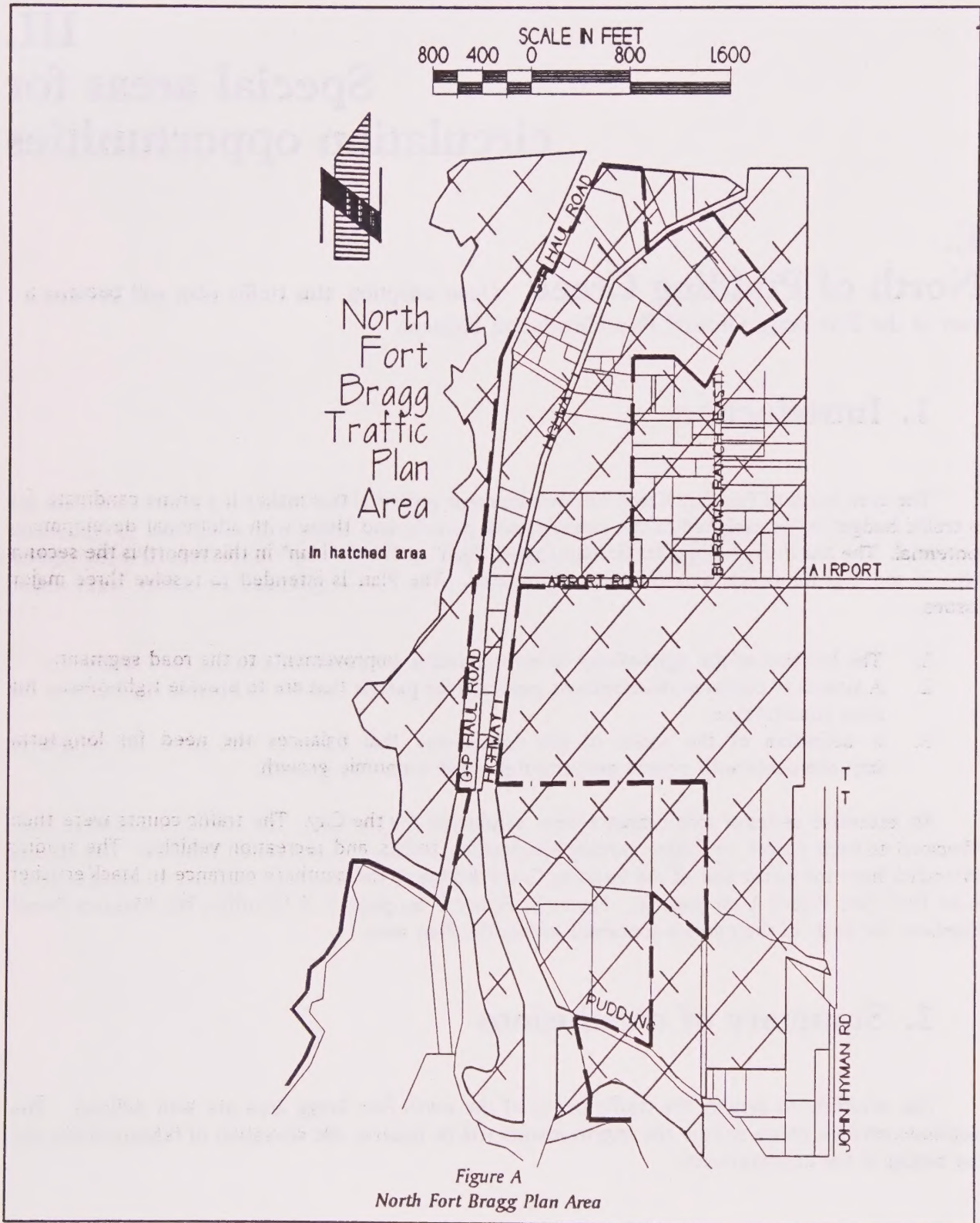
2. Summary of conclusions

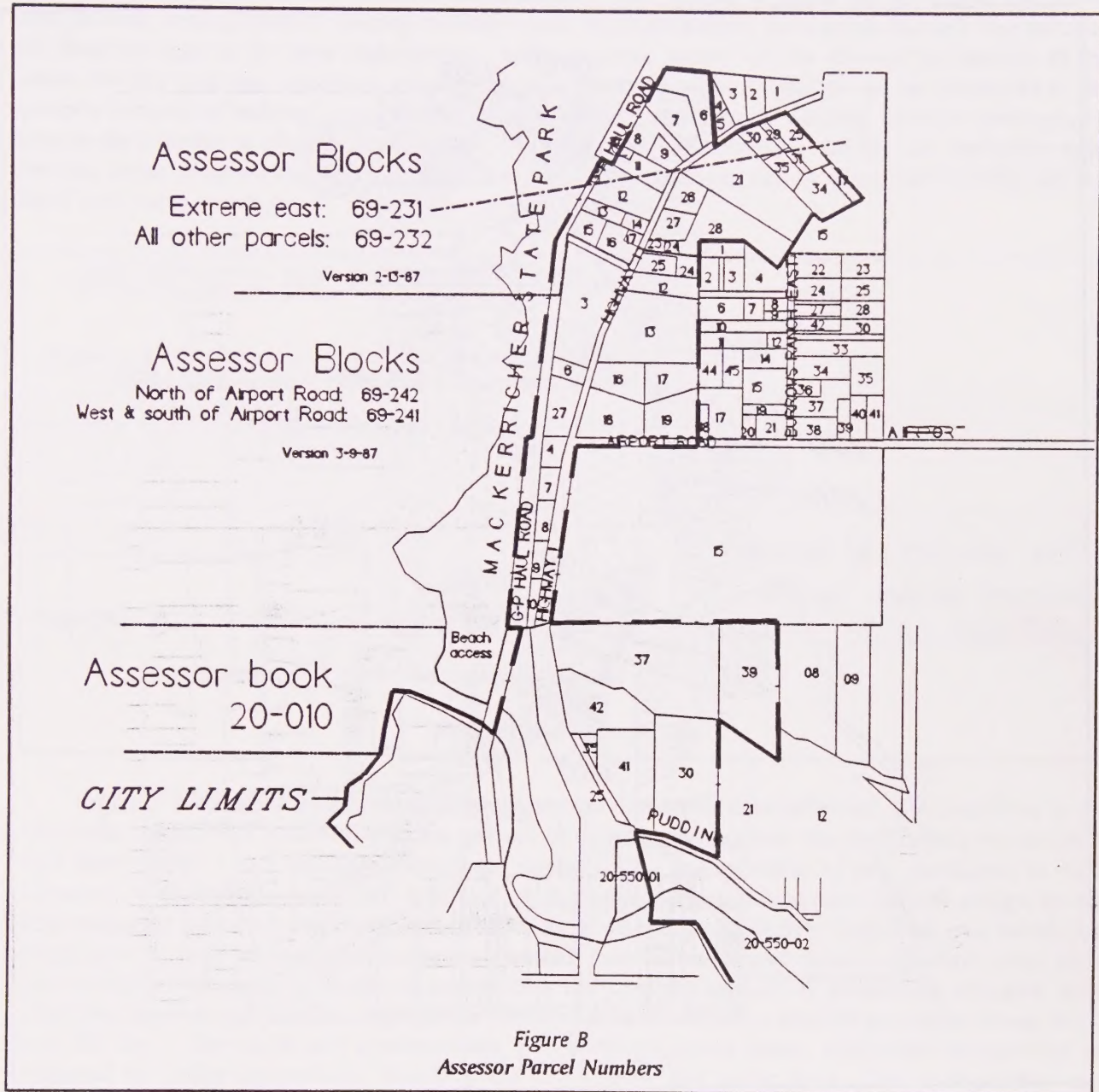
The solutions to serving the traffic needs of the north Fort Bragg area are well defined. The decisions reached relate to how the improvements will be funded, the allocation of responsibility and the timing of the improvements.

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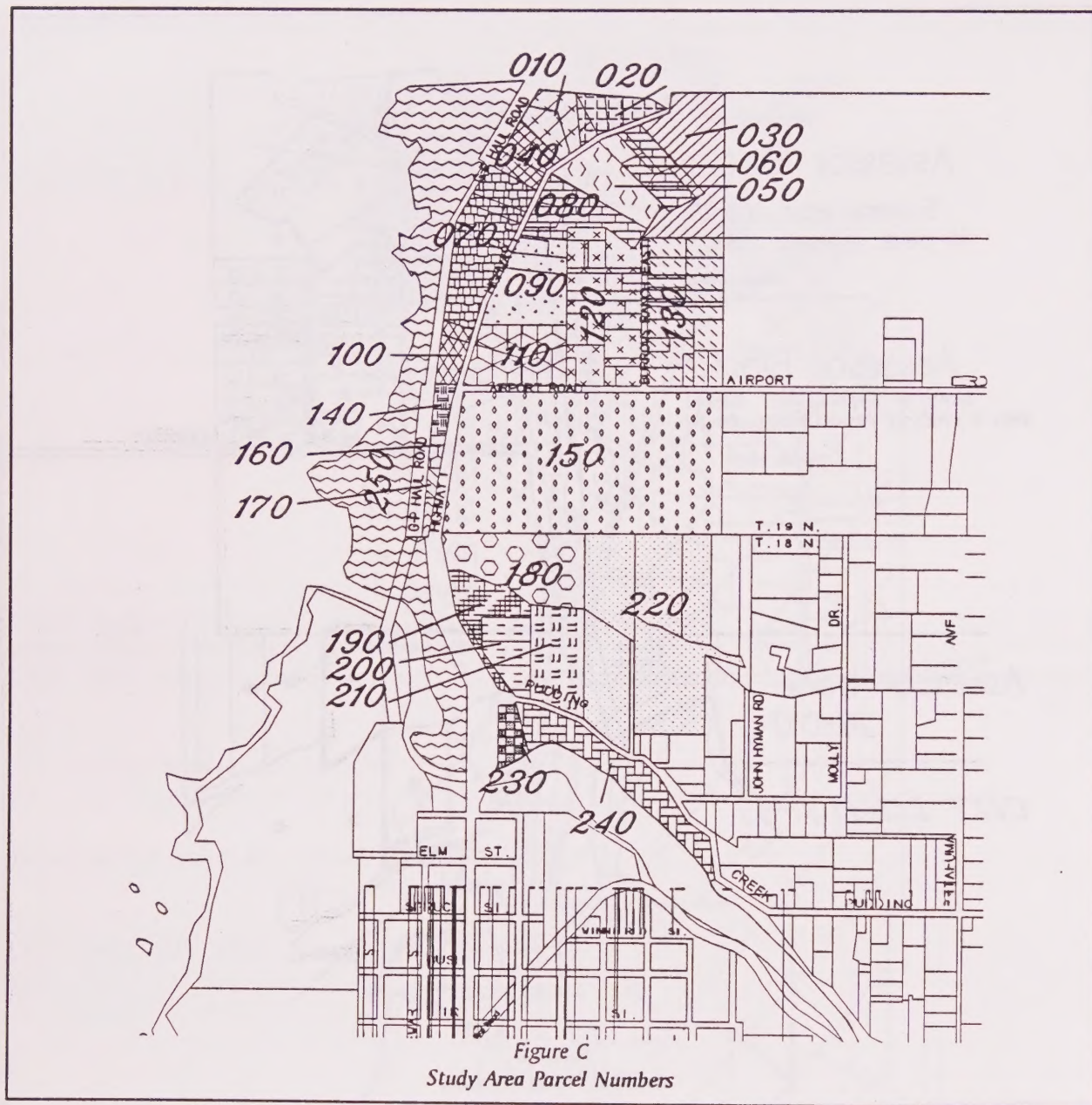
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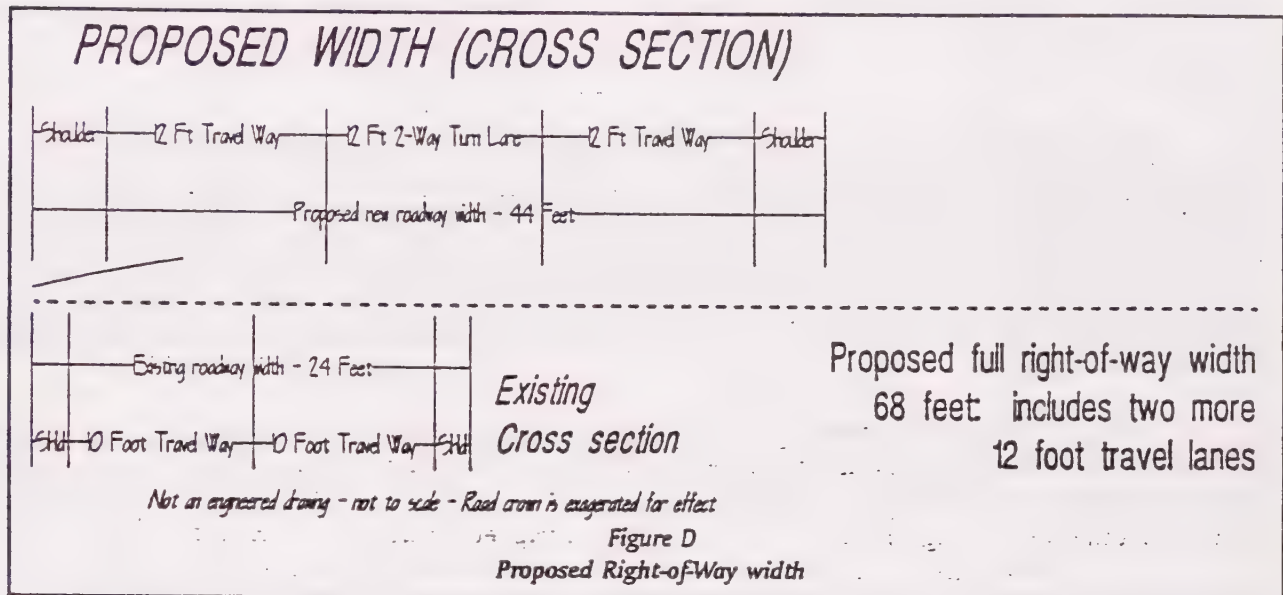
Siting the right-of-way improvements: In most cases, when a right-of-way is expanded for an existing road, the center-line of the existing road is used as the center-line for the expanded right-of-way. In the Plan area, if this were to be the case, then most of the parcels west of the highway would be unable to develop to a commercially-feasible scale. Some of the parcels would likely be unbuildable. In order to maintain reasonable development potential west of the highway, the Plan proposes that the west side of the new Highway 1 right-of-way be established at the west edge of the existing drainage ditch on that side of the highway. Based on informal measurements, this means that approximately 27 to 33 feet will need to be acquired from each parcel on the east side of the



highway. Based on the preliminary measurements, it would appear that only one parcel will be adversely affected by this shifting of the right-of-way.

Fair trade to east-side property owners for right-of-way acquisition: An important issue centers on how property owners would be treated as a result of the imbalance created by shifting the right-of-way alignment to the east side of Highway 1. Density transfer is the method that is proposed, provided that the remaining portion of the parcel is of adequate size to develop. Each parcel, prior to siting the right-of-way, is allowed a certain level of development density (building size, number of

dwelling units, number of motel units, as examples). The density is based on the size of the parcel and its base zoning district. Density transfer would be implemented for parcels that will lose portions of their frontage to the new right-of-way. Each impacted parcel will be allowed to develop to the same density that was permitted prior to the improvements. The flexibility can be attributed to the parcels in terms of reduced requirements for landscaping, open space, parking, or other development standards in order to allow a development of pre-improvement density. During the draft document review, some property owners indicated that density transfer was not an acceptable vehicle for lost land area compensation.



Right-of-way width and level of improvements: The traffic data collected, and contained in the Appendix to the Plan, indicates that the volume of traffic projected over the next twenty years is such that State Route 1 can satisfy the long-term needs with a configuration of one travel lane in each direction, a continuous center left turn lane, and shoulder areas. Using the CalTrans design for the improvements between the north end of the Plan area and Mackerricher State Park, the North Fort Bragg area right-of-way can accommodate two four foot shoulders and three twelve-foot lanes, for a total width of 44 feet. In order to ensure that the smallest amount of property is acquired from adjoining landowners, the Plan implements the City Council's direction that the total right-of-way width is to 68 feet. This width will accommodate two additional travel lanes. Additional footage may be required for utility right-of-way, including the City's sewer and water lines. This configuration and right-of-way width is based on continued pedestrian and bicycle use of the old Georgia-Pacific Haul Road between the west-side parcels and the Pacific Ocean.¹ The Haul Road, now being acquired by the Coastal Conservancy, provides a much more appropriate pedestrian and bicycle pathway. A

¹The owner of the Haul Road, Georgia-Pacific, has reached an agreement in which the Coastal Conservancy will purchase the haul road. This road will replace the need for pedestrian and bicycle access on Highway 1 between the Pudding Creek bridge and the northern City Limits.

connecting pedestrian path and bicycle connector can be constructed at the north end of the Plan area to draw hikers and bikers off of the State highway and onto the dedicated coastal access way.

Caltrans, in its letter in response to the Plan and EIR indicates that the agency seeks a right-of-way of fifty feet on each side of the center line. The one hundred foot standard right-of-way represents a situation that creates a significant problem. No matter how the right of way is situated, a one hundred foot right-of-way eliminates development potential on all parcels under three acres in size fronting Highway 1. Removing the development potential from these parcels eliminates the needs for the road improvements. Discussions are ongoing with Caltrans to create a reasonable compromise between the agency's desire for a one hundred foot route preservation corridor and the developable parcels in the area.

The solution to the right-of-way issue is for the City to work with Caltrans to review the potential right-of-way for each parcel within the Plan area. Caltrans' statewide policy to preserve right-of-way corridors of one hundred feet in width is related to parcels in which that size right-of-way acquisition is feasible. The process would be for the City to formally submit its findings related to the available right-of-way to Caltrans. This would then be made available to the State Transportation Commission for its approval. The decision to change the one hundred foot right-of-way is not possible without supporting evidence.

The improvements to Highway 1 will increase available traffic volume in the Plan area. The reconstruction and lanes for turns, combined with the low existing and projected traffic volume leave a substantial amount of capacity between the current level of service and the threshold minimum level of service of D.

3. The Plan area

Each parcel, with an emphasis on non-residential parcels, was mapped and identified. Table 1, beginning on page 6, lists all of the parcels in Assessor Parcel Number order. In addition, parcels were grouped together, depending on their access points, and assigned a *Study Parcel* number. Table 1 lists the acreage of the parcel, its current City or County *zoning district*, the *existing land use*, and projected *future land use*. All of these data are used in generating the future traffic budget for each non-residential parcel.

Table 1: List of plan area parcels, zoning, and land use
See Figure B, Figure C

Study Area	APN	Acres	Zoning district	Existing land use	Proposed land use
010	69-232-06	2.25	Highway Visitor Commercial	Single family residence	Motel - 54 units
010	69-232-07	2.55	Highway Visitor Commercial	Undeveloped	In Pd 06

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Study Area	APN	Acres	Zoning district	Existing land use	Proposed land use
030	69-231-17	0.63	Limited Industrial	Anderson Logging (equipment, truck center)	No change
040	69-232-11	1.40	Limited Industrial	Single family residence	No change
040	69-232-10	0.15	Limited Industrial	Undeveloped	2,600 sq ft bldg
040	69-232-09	1.00	Limited Industrial	Residence, barn	No change
040	69-232-08	2.35	Limited Industrial	Foundation/use unknown	No change
050	69-232-30	0.84	Limited Industrial	Redwood Arts (Retail store)	No change
050	69-232-21	6.96	Limited Industrial	Undeveloped	121,300 sq ft
060	69-232-29	0.42	Limited Industrial	Anderson Logging (equipment, truck center)	No change
060	69-232-28	4.67	Limited Industrial	Automobile repair	No change
060	69-232-25	2.10	Limited Industrial	Kemgas propane	No change
060	69-232-35	0.95	Limited Industrial	Anderson Logging (equipment, truck center)	No change
060	69-232-34	2.26	Limited Industrial	Anderson Logging (equipment, truck center)	No change
060	69-232-31	0.43	Limited Industrial	Anderson Logging (equipment, truck center)	No change
070	69-241-03	6.40	Heavy Industrial	Baxman Gravel Company	No change
070	69-232-15	0.85	Heavy Industrial	Baxman Gravel Company	No change
070	69-232-14	0.51	Heavy Industrial	Single Family Residence	No change
070	69-232-13	0.73	Heavy Industrial	Baxman Gravel Company	No change
070	69-232-12	2.60	Heavy Industrial	Baxman Gravel Company	No change
070	69-232-16	1.20	Heavy Industrial	Baxman/Single family residence	No change
070	69-232-17	0.31	Heavy Industrial	Single family residence	No change
080	69-232-27	1.17	Limited Industrial	North of Town Industrial Center	No change
080	69-232-24	0.18	Limited Industrial	Single family residence	No change
080	69-232-28	4.67	Limited Industrial	Vehicle repair	No change
080	69-232-23	0.36	Limited Industrial	Single family residence	No change
080	69-232-26	1.16	Limited Industrial	North of Town Industrial Center	No change
090	69-241-13	6.48	Heavy Industrial	Suburban Propane	No change
090	69-241-24	0.83	Heavy Industrial	Construction yard	No change
090	69-241-12	1.62	Heavy Industrial	Single family residence	No change
090	69-241-25	0.67	Heavy Industrial	Auto/vehicle repair	Frito-Lay warehouse
100	69-241-27	2.32	Highway/Visitor Commercial	High Seas Motel	No change

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Study Area	APN	Acres	Zoning district	Existing land use	Proposed land use
100	69-241-04	0.93	Highway/Visitor Commercial	Single family residence	No change
110	69-241-18	2.31	Heavy Industrial	Undeveloped	Propane Gas Company
110	69-241-17	2.40	Heavy Industrial	Warehouse/carpet sales	No change
110	69-241-19	2.37	Heavy Industrial	Undeveloped	41,300 sq ft
110	69-241-16	2.29	Heavy Industrial	Undeveloped	39,900 sq ft
120	69-242-14	1.00	Residential Suburban	1 single family residence	No change
120	69-242-09	0.31	Residential Suburban	Undeveloped residential	1 dwelling unit
120	69-242-10	1.45	Residential Suburban	1 single family residence	No change
120	69-242-11	1.11	Residential Suburban	1 single family residence	No change
120	69-242-12	0.34	Residential Suburban	1 single family residence	No change
120	69-242-15	1.96	Residential Suburban	Undeveloped residential	1 dwelling unit
120	69-242-08	0.29	Residential Suburban	1 single family residence	No change
120	69-242-21	1.00	Residential Suburban	1 single family residence	No change
120	69-242-20	0.39	Residential Suburban	Undeveloped residential	1 dwelling unit
120	69-242-19	0.48	Residential Suburban	1 single family residence	No change
120	69-242-18	0.42	Residential Suburban	1 single family residence	No change
120	69-242-17	2.20	Residential Suburban	1 single family residence	No change
120	69-242-03	0.92	Residential Suburban	1 single family residence	No change
120	69-242-07	0.47	Residential Suburban	1 single family residence	No change
120	69-242-44	1.09	Residential Suburban	1 single family residence	No change
120	69-242-45	1.09	Residential Suburban	1 single family residence	No change
120	69-242-02	0.97	Residential Suburban	1 single family residence	No change
120	69-242-01	1.00	Residential Suburban	1 single family residence	No change
120	69-242-06	1.07	Residential Suburban	1 single family residence	No change
120	69-242-04	1.68	Residential Suburban	1 single family residence	No change
130	69-242-33	1.79	Residential Suburban	1 single family residence	No change
130	69-242-34	1.32	Residential Suburban	1 single family residence	No change
130	69-242-35	1.45	Residential Suburban	1 single family residence	No change
130	69-242-36	0.56	Residential Suburban	1 single family residence	No change
130	69-242-37	1.33	Residential Suburban	1 single family residence	No change

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Study Area	APN	Acres	Zoning district	Existing land use	Proposed land use
130	69-242-30	0.62	Residential Suburban	1 single family residence	No change
130	69-242-41	1.08	Residential Suburban	1 single family residence	No change
130	69-242-40	1.08	Residential Suburban	1 single family residence	No change
130	69-242-39	0.62	Residential Suburban	1 single family residence	No change
130	69-242-38	1.46	Residential Suburban	1 single family residence	No change
130	69-242-42	0.76	Residential Suburban	1 single family residence	No change
130	69-242-28	1.00	Residential Suburban	1 single family residence	No change
130	69-242-22	1.18	Residential Suburban	1 single family residence	No change
130	69-242-24	1.10	Residential Suburban	1 single family residence	No change
130	69-242-23	1.18	Residential Suburban	1 single family residence	No change
130	69-242-25	1.18	Residential Suburban	Undeveloped residential	1 dwelling unit
130	69-242-27	0.90	Residential Suburban	Undeveloped residential	1 dwelling unit
140	69-241-07	0.76	Highway/Visitor Commercial	Surf & Sand Motel - Mgr residence	31 units
140	69-241-04	1.03	Highway/Visitor Commercial	Ocean View Motel (12 units)	43 add'l units
150	69-241-15	69.20	Residential Suburban	Single family residence, equestrian facility	1 dwelling unit
160	69-241-08	0.94	Open Space	Ocean beach access	No change
170	69-241-09	0.68	Highway/Visitor Commercial	Beachcomber Motel	No change
170	69-241-10	0.69	Highway/Visitor Commercial	Three single family residences	No change
180	20-010-37	4.26	Urban Multiple Family	Mobile Home Park	No change
190	20-010-35	0.56	Highway/Visitor Commercial	Best Western/Vista Manor Motel	No change
190	20-010-42	4.62	Highway/Visitor Commercial	Best Western Inn	No change
190	20-010-25	1.38	Highway/Visitor Commercial	Best Western/Vista Manor Motel	No change
200	20-010-41	5.76	Public Facility/Civic District	Cemetery	No change
210	20-010-30	9.24	Limited Industrial	Empire Waste Management	Add recycle center
220	20-010-39	7.12	Residential Suburban	Undeveloped residential	1 dwelling unit
220	20-010-08	6.50	Residential Suburban	1 single family residence	No change
220	20-010-09	5.37	Residential Suburban	Undeveloped	1 single family residence
220	20-010-12	13.05	Residential Suburban	1 single family residence	No change
220	20-010-21	8.95	Residential Suburban	1 single family residence	No change

Study Area	APN	Acres	Zoning district	Existing land use	Proposed land use
230	20-550-01	² 1.30	Highway/Visitor Commercial	Beach House Inn	31 unit motel
240	20-550-02	45.00	Residential Suburban	Undeveloped	Part of above
250	69-241-01	22.85	Open Space	MacKerricher State Park	No change
Totals		337.14	Total number of parcels 101		
Average parcel size		3.34	Acres subject to fees 95.12		
			Number of parcels subject to fees 46		
			Average acres subject to fees 2.07		

The number in the left-hand column indicates the *study parcel number*. This assignment was undertaken for purposes of calculating traffic budgets. The final allocation of traffic to each parcel will be significantly affected by the future land use. For the most part, records of discussions with property owners and City staff were utilized in trying to project the known future land uses.

4. Zoning and land use

Zoning and land use potential, shown in Figure E, highlights those non-single family residential land uses. The City has accepted a policy in which the assessments or fees for improvements to Highway 1 will not be assessed to any parcel on which one single family residence can be constructed on an existing residential parcel. In the North Fort Bragg Plan area, however, there are parcels which may qualify for further residential subdivision activities. In the cases of newly created parcels, payment of an impact fee or inclusion in any assessment district is a requirement of the subdivision approval.

The primary existing land uses are those falling into the "industrial" or "job-center" category. The area north of Pudding Creek represents a conglomeration of small businesses and the Baxman Gravel Company. There are several existing motels near access points to the Coast. Residential development is primarily on rural estate parcels in the unincorporated area. There are, however, a number of residences on parcels zoned for commercial or industrial uses.

Future land uses along Highway 1 include construction or expansion of motel facilities, and some new industrial and warehouse units. Other than the potential of new single family home construction on undeveloped parcels, there is little activity proposed east of Highway 1 off Airport or Pudding Creek Roads. The one exception is Empire Waste Management on Pudding Creek Road east of Highway 1, which is proposing to expand its transfer facility to include a recycling center.

²Developable land area is constrained by Pudding Creek and local topography.

5. Area levels of service

The existing peak hour traffic volume is around 920 vehicles per hour, with 380 southbound and 540 northbound. Table 2 shows the intersections' level of service. With the CalTrans projection for general traffic increases during the next ten years, the traffic volume increases to just over 1,000 vehicles per hour. The development of parcels within the Plan area is projected to increase traffic volume to 1,230 vehicles per hour (690 northbound and 540 southbound). The capacity of the two-lane road is between 1,400 and 1,600 vehicles per hour. With full buildout, the level of service is above the Level of Service D threshold.³

Calculations to determine level of service, both current and ten year projections, include the traffic growth volume projected by Caltrans. The increase in traffic between current levels and the long-term planning period is approximately 1.1 percent per year. To determine the Plan area level of service, the traffic generated by new development is added to the increasing volume. These data still ensure adequate reserve capacity over the long-term planning period.

Table 2
Level of Service Analysis

1990 Base		Year 2000	
Reserve	LOS	Reserve	LOS

Highway 1 at Airport Road

Eastbound Airport Road ^a				
Left turns	286	C	166	D
Through traffic	329	B	215	C
Right turns	718	A	593	A
Westbound Airport Road				
Left turns	257	C	123	D
Through traffic	347	B	227	C
Right turns	622	A	554	A
Highway 1				
Southbound left turn	720	A	650	A
Northbound left turn	857	A	706	A

Highway 1 at Pudding Creek Road

Westbound Pudding Creek Road				
Left turns	124	D	13	E
Right turns	580	A	472	A
Highway 1				
Southbound left turn	576	A	465	A

^aMotel driveway

Data based on *Highway Capacity Manual* for unsignalized intersections

³For information about level of service and volume/capacity ratios, refer to the Fort Bragg Circulation Element (March, 1992) and the Todd Point/Boatyard Traffic Plan (July, 1992).

6. Allocation of proportional costs for road design, right-of-way acquisition, and road construction

To develop an equitable system allocating proportional costs, two formulae are presented in the Plan. Both methods accommodate the City Council's direction that no fees or assessments will be charged to existing single family residences and individual residences on single residential parcels. The *assessment allocation* (Column 4) apportions the costs of improvements on the basis of non-residential acreage to each non-residential parcel. The percentage in the column represents the percentage of the total costs of the road improvements to be assessed to the parcel.

The second method is the *new traffic allocation* (Column 5). This system calculates the acreage of undeveloped parcels, and apportions the percentages to each undeveloped non-residential parcel. The percentage in the column represents the percentage of the total costs of the road improvements to be assessed to the parcel. This method does not accommodate the issue of a change of land use from an existing developed parcel to a new land use. This issue is addressed in the paragraph following Table 3.

The one exception is Study Parcel 140, which has the potential to be subdivided. If this parcel is subdivided, a proportional payment would be required. If this fee is collected after all other parcels participating in the improvements have paid fees, the money will be apportioned between those paying the fees and credited towards any assessment paid by the other non-residential parcels.

Table 3: Proportional share of traffic by parcel
See Figure B, Figure C for the location of the

Study parcel	APN	Acres	Percentage allocation		Zoning district
			Assessment	New traffic	
010	69-232-06	2.25	2.27%	7.02%	Highway Visitor Commercial
010	69-232-07	2.55	2.57%	7.95%	Highway Visitor Commercial
020	69-232-04	N/A	Exempt residential		Residential Suburban
020	69-232-05	N/A	Exempt residential		Residential Suburban
020	69-232-02	N/A	Exempt residential		Residential Suburban
020	69-232-01	N/A	Exempt residential		Residential Suburban
020	69-232-03	N/A	Exempt residential		Residential Suburban
030	69-231-15	N/A	Exempt residential		Residential Suburban
030	69-231-17	0.63	0.64%	Exempt-developed	Limited Industrial
040	69-232-11	1.40	1.41%	4.37%	Limited Industrial
040	69-232-10	0.15	0.15%	0.47%	Limited Industrial

Study parcel	APN	Acres	Percentage allocation		Zoning district
			Assessment	New traffic	
040	69-232-09	1.00	1.01%	3.12%	Limited Industrial
040	69-232-08	2.35	2.37%	7.33%	Limited Industrial
050	69-232-30	0.84	0.85%	Exempt-developed	Limited Industrial
050	69-232-21	6.96	7.02%	21.71%	Limited Industrial
060	69-232-29	0.42	0.42%	Exempt-developed	Limited Industrial
060	69-232-25	2.10	2.12%	Exempt-developed	Limited Industrial
060	69-232-35	0.95	0.96%	Exempt-developed	Limited Industrial
060	69-232-34	2.26	2.28%	Exempt-developed	Limited Industrial
060	69-232-31	0.43	0.43%	Exempt-developed	Limited Industrial
070	69-241-03	6.40	6.45%	Exempt-developed	Heavy Industrial
070	69-232-15	0.85	0.86%	Exempt-developed	Heavy Industrial
070	69-232-14	0.51	0.51%	1.59%	Heavy Industrial
070	69-232-13	0.73	0.74%	Exempt-developed	Heavy Industrial
070	69-232-12	2.60	2.62%	Exempt-developed	Heavy Industrial
070	69-232-16	1.20	1.21%	Exempt-developed	Heavy Industrial
070	69-232-17	0.31	0.31%	0.97%	Heavy Industrial
080	69-232-27	1.17	1.18%	Exempt-developed	Limited Industrial
080	69-232-24	0.18	0.18%	Exempt-developed	Limited Industrial
080	69-232-28	4.67	4.71%	Exempt-developed	Limited Industrial
080	69-232-23	0.36	0.36%	Exempt-developed	Limited Industrial
080	69-232-26	1.16	1.17%	Exempt-developed	Limited Industrial
090	69-241-13	6.48	6.53%	Exempt-developed	Heavy Industrial
090	69-241-24	0.83	0.84%	Exempt-developed	Heavy Industrial
090	69-241-12	1.62	1.63%	5.05%	Heavy Industrial
090	69-241-25	0.67	0.68%	2.09%	Heavy Industrial
100	69-241-27	2.32	2.34%	Exempt-developed	Highway/Visitor Commercial
100	69-241-04	0.93	0.94%	2.90%	Highway/Visitor Commercial

City of Fort Bragg • Circulation Element
NORTH FORT BRAGG TRAFFIC PLAN
FINAL VERSION

September 28, 1992

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Study parcel	APN	Acres	Percentage allocation		Zoning district
			Assessment	New traffic	
110	69-241-18	2.31	2.33%	7.21%	Heavy Industrial
110	69-241-17	2.40	2.42%	Exempt-developed	Heavy Industrial
110	69-241-19	2.37	2.39%	7.39%	Heavy Industrial
110	69-241-16	2.29	2.31%	7.14%	Heavy Industrial
120	69-242-14	N/A	Exempt residential		Residential Suburban
120	69-242-09	N/A	Exempt residential		Residential Suburban
120	69-242-10	N/A	Exempt residential		Residential Suburban
120	69-242-11	N/A	Exempt residential		Residential Suburban
120	69-242-12	N/A	Exempt residential		Residential Suburban
120	69-242-15	N/A	Exempt residential		Residential Suburban
120	69-242-08	N/A	Exempt residential		Residential Suburban
120	69-242-21	N/A	Exempt residential		Residential Suburban
120	69-242-20	N/A	Exempt residential		Residential Suburban
120	69-242-19	N/A	Exempt residential		Residential Suburban
120	69-242-18	N/A	Exempt residential		Residential Suburban
120	69-242-17	N/A	Exempt residential		Residential Suburban
120	69-242-03	N/A	Exempt residential		Residential Suburban
120	69-242-07	N/A	Exempt residential		Residential Suburban
120	69-242-44	N/A	Exempt residential		Residential Suburban
120	69-242-45	N/A	Exempt residential		Residential Suburban
120	69-242-02	N/A	Exempt residential		Residential Suburban
120	69-242-01	N/A	Exempt residential		Residential Suburban
120	69-242-06	N/A	Exempt residential		Residential Suburban
120	69-242-04	N/A	Exempt residential		Residential Suburban
130	69-242-33	N/A	Exempt residential		Residential Suburban
130	69-242-34	N/A	Exempt residential		Residential Suburban
130	69-242-35	N/A	Exempt residential		Residential Suburban
130	69-242-36	N/A	Exempt residential		Residential Suburban
130	69-242-37	N/A	Exempt residential		Residential Suburban
130	69-242-30	N/A	Exempt residential		Residential Suburban

Study parcel	APN	Acres	Percentage allocation		Zoning district
			Assessment	New traffic	
130	69-242-41	N/A	Exempt residential		Residential Suburban
130	69-242-40	N/A	Exempt residential		Residential Suburban
130	69-242-39	N/A	Exempt residential		Residential Suburban
130	69-242-38	N/A	Exempt residential		Residential Suburban
130	69-242-42	N/A	Exempt residential		Residential Suburban
130	69-242-28	N/A	Exempt residential		Residential Suburban
130	69-242-22	N/A	Exempt residential		Residential Suburban
130	69-242-24	N/A	Exempt residential		Residential Suburban
130	69-242-23	N/A	Exempt residential		Residential Suburban
130	69-242-25	N/A	Exempt residential		Residential Suburban
130	69-242-27	N/A	Exempt residential		Residential Suburban
140	69-241-07	0.76	0.77%	2.37%	Highway/Visitor Commercial
140	69-241-04	1.03	1.04%	3.21%	Highway/Visitor Commercial
150	69-241-15	N/A	Exempt residential		Residential Suburban
160	69-241-08	0.94	0.95%	Exempt-State Park	Open Space
170	69-241-09	0.68	0.69%	Exempt-developed	Highway/Visitor Commercial
170	69-241-10	0.69	0.70%	Exempt-developed	Highway/Visitor Commercial
180	20-010-37	4.26	4.30%	Exempt-developed	Urban Multiple Family
190	20-010-35	0.56	0.56%	Exempt-developed	Highway/Visitor Commercial
190	20-010-42	4.62	4.66%	Exempt-developed	Highway/Visitor Commercial
190	20-010-25	1.38	1.39%	Exempt-developed	Highway/Visitor Commercial
200	20-010-41	5.76	5.81%	Exempt-developed	Public Facility/Civic District
210	20-010-30	9.24	9.32%	Exempt-developed	Limited Industrial
220	20-010-39	N/A	Exempt residential		Residential Suburban
220	20-010-08	N/A	Exempt residential		Residential Suburban
220	20-010-09	N/A	Exempt residential		Residential Suburban
220	20-010-12	N/A	Exempt residential		Residential Suburban
220	20-010-21	N/A	Exempt residential		Residential Suburban

Study parcel	APN	Acres	Percentage allocation		Zoning district
			Assessment	New traffic	
230	20-550-01	2.60	2.62%	8.11%	Highway/Visitor Commercial
240	20-550-02	45.00	Fee on subdivision ⁴		Residential Suburban
250	69-241-01	N/A	Exempt-State Park		Open Space

When a property owner of a developed parcel wishes to change the land use to a new or different land use under the provisions of the new traffic allocation system, the property owner would be required to submit a traffic study showing the existing traffic generated by the property and its land use. The traffic study would then need to calculate the new traffic that will be generated by the change in land use. If the traffic is to be the same or less than existing traffic, then there would be no assessment charged to the property. If the traffic is to be greater than the current traffic volume, as a condition of the development permit, the property owner will be required to pay an apportioned fee. The formula for this new fee is to add the acres of the parcel to the 32.06 acres over which the original costs were apportioned. The percentage will be multiplied by the cost of the improvements. These funds will then be allocated to those having paid for the improvements and returned as a cash payment or credit.

7. General Plan goals, policies, and implementing programs

Goal TP-1:

Develop a program, with the cooperation and assistance of the County and Caltrans, to ensure that new development within the North Fort Bragg Plan area does not cause traffic within the Plan area to exceed area road network Level of Service D (V/C 0.81-0.90 at intersections) on a summer peak hour.

Policy TP-1.1:

Provide opportunities for flexible methods of obtaining road improvements.

Implementation Measure TP-1.1(a): When project is proposed, allow the property owner to either bear the costs of improvements required to Highway 1 directly related to the proposed project, and constructed in conformance with the overall design scheme for the area; or

Permit consideration of a comprehensive road improvement program to construct all new facilities in concert with Caltrans improvements to the Plan area.

Implementation Measure TP-1.1(b): No building permits for other than single family residences proposed for undeveloped parcels on which one single family residence is permitted by zoning, shall be issued until a property owner agrees to either construct the onsite and offsite road improvements directly related to the project; or pays an estimated fee to cover the cost of the overall area improvements. As part of the fee payment, the proponent shall be required

⁴This parcel may be subdivided into more than one single family residence. The first residence would not pay a fee, each additional residence will pay a fee equal to 1.5% of the cost of improvements.

Study parcel	APN	Acres	Percentage allocation		Zoning district
			Assessment	New traffic	
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240	20-550-02	45.00	Fee on subdivision ⁴		Residential Suburban
250	69-241-01	N/A	Exempt-State Park		Open Space

When a property owner of a developed parcel wishes to change the land use to a new or different land use under the provisions of the new traffic allocation system, the property owner would be required to submit a traffic study showing the existing traffic generated by the property and its land use. The traffic study would then need to calculate the new traffic that will be generated by the change in land use. If the traffic is to be the same or less than existing traffic, then there would be no assessment charged to the property. If the traffic is to be greater than the current traffic volume, as a condition of the development permit, the property owner will be required to pay an apportioned fee. The formula for this new fee is to add the acres of the parcel to the 32.06 acres over which the original costs were apportioned. The percentage will be multiplied by the cost of the improvements. These funds will then be allocated to those having paid for the improvements and returned as a cash payment or credit.

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⁴This parcel may be subdivided into more than one single family residence. The first residence would not pay a fee, each additional residence will pay a fee equal to 1.5% of the cost of improvements.

to agree to receive a refund of an proportional overcharge or to reimburse the City for any shortfalls in the share of proportional costs.

Policy TP-1.2: Utilize the North Fort Bragg Traffic Plan as the basis for collecting the costs of development-related road improvements on Highway 1.

Implementation Measure TP-1.2(a): This policy shall not be applicable to any existing parcel of land within the City of Fort Bragg or the unincorporated County upon which development is limited by zoning to construction of one new single family residence on an existing parcel zoned for single family residential use or continued use of one existing single family residence.

Policy TP-1.3: The City shall apportion the cost of improvements within the Plan area pursuant to the options available within State law.

Implementation Measure TP-1.3(a): The costs of preparing the Traffic Plan shall be collected as a part of any traffic improvement costs for the project area. Each parcel shall pay the a proportional amount of the cost of the traffic plan calculated from the percentage of total traffic shown in the Traffic Budget.

Implementation Measure TP-1.3(b): The cost of the improvements to each intersection shall be assessed as a percentage of the total cost based on the percentage of projected traffic onto Highway 1 as shown on Table 3.

Implementation Measure TP-1.3(c): The City shall work with the County of Mendocino, CalTrans, or the Mendocino Council of Governments to finalize an engineering plan for the improvement of Highway 1 between the Pudding Creek bridge and the north City limits to accommodate two travel lanes, a continuous center left-turn lane, shoulders, and utilities, and shall work expeditiously with a goal of commencing construction prior to the conclusion of the short-term planning period. The design of the Plan shall conform to any requirements of the City and CalTrans related to road construction. The intent of the City shall be to seek approval of a the minimum right-of-way feasible with a target width of sixty-eight feet through the Plan area.

Implementation Measure TP-1.3(d): The City shall work with CalTrans to determine whether or not the funds allocated for the HSOPP improvements to Highway 1 can be allocated to the overall improvements in the area, provided that none of the funds allocated to Highway 1 are used to cover costs associated with any other roads in the area.

Implementation Measure TP-1.3(e): Each parcel's proportional share shall be based on the percentage identified in Table 3 as specified for each of the three intersections for which fees are to be collected. This table shall be the rational nexus for impact fee allocations.

Implementation Measure TP-1.3(f): Prior to December 31, 1993, the City shall prepare a map with informal (not necessarily prepared by a licensed professional) measurements identifying the impact of the one hundred foot right-of-way corridor on each parcel within the Plan area.

Policy TP-1.4: Ensure that property owners providing disproportionate amounts of right-of-way to the improvements are treated fairly.

Implementation Measure TP-1.4(a): Parcels on the east side of Highway 1 shall be permitted to develop to the population density or building intensity based on the gross land area under ownership prior to road improvements unless the property owner has received other compensation from the City or State for surrendering land area for inclusion in the right-of-way.

Implementation Measure TP-1.4(b): If other compensation was received, the development of the parcel shall strictly conform to the requirements of the zoning code. Any requested variance shall not be approved if it is related to a development hardship that resulted from the reduction of land area for which compensation was granted.

Policy TP-1.5: Allow flexibility in land development within the Plan area.

Implementation Measure TP-1.5(a): If a property owner of a developed parcel proposes a change in use or other project which will generate more traffic than the current land use, consider approval of the increased development potential provided that the parcel's proportional share of road improvement costs are amended from Table 3 as follows:

- (1) The proponent shall submit a traffic analysis prepared by a qualified engineer that estimates the traffic volume and compares it to the parcel's existing traffic volume.
- (2) If the traffic is to be the same or less than existing traffic, then there would be no assessment charged to the property.
- (3) If the traffic is to be greater than the current traffic volume, as a condition of the development permit, the property owner will be required to pay an apportioned fee.
- (4) The formula for this new fee is to add the acres of the parcel to the 32.06 acres over which the original costs were apportioned. The percentage will be multiplied by the cost of the improvements.
- (5) These funds will then be allocated to those having paid for the improvements and returned as a cash payment or credit.

Implementation Measure TP-1.5(b): When a parcel is proposed for subdivision, the property owner shall assign the allocation of traffic from the parcel's budget to each of the new parcels.

Consolidated Tier III Final Environmental Impact Report North Fort Bragg Traffic Plan

1 Introduction

The City of Fort Bragg (lead agency^a and applicant) is considering an amendment to its General Plan to add a Traffic Plan for the North Fort Bragg area to the newly revised Circulation Element.^b The City has authorized preparation of a tiered environmental impact report in order to provide a foundation for the understanding of the environmental consequences of its decision and to consider potential alternatives to its action. The City is acting as lead agency, as it is the governmental jurisdiction to make a decision concerning approval of the proposed General Plan amendment. This is the Tier III Environmental Impact Report, which is intended to supplement the Tier I EIR for the Circulation Element that was certified on January 27, 1992. The Tier I EIR is incorporated by reference, as is the annexation environmental impact report of North Fort Bragg Annexation Area of January 1983, prepared by Winzler and Kelly. The Draft Tier III EIR was released in July, 1992, and comments were received between July 13 and September 1, 1992. The Final Environmental Impact Report responds to those comments.

1.1 Environmental Impact Reports

1.1.1 California environmental regulations

The State of California has a law in effect called the *California Environmental Quality Act*,^c more commonly called by its acronym, *CEQA* (pronounced SEE-kwa). The law, nested in the Public Resources Code, requires that every governmental entity considering a project must make an informed decision based on the environmental consequences of its action.

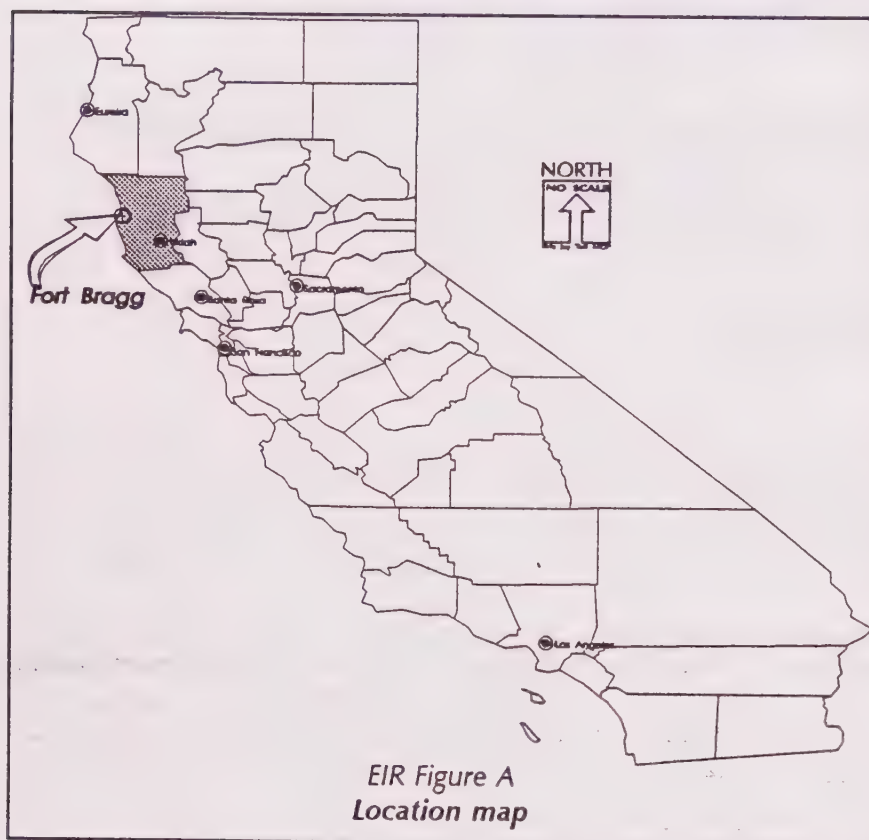
^a A lead agency is the public agency with principal responsibility for carrying out the project (14 CCR §15367).

^b The adoption of the revised Circulation Element is scheduled for October 28, 1991, during the review period. The City Council has held its final hearings and has directed that the Element be prepared for adoption.

^c State of California, Public Resources Code §21000 et. seq.

1.1.2 Organization of the Environmental Impact Report

The Environmental Impact Report (EIR) is organized in a manner which provides the



greatest ease of use for decision makers and interested persons. The State CEQA Guidelines, providing format and content requirements,^d state that "[e]nvironmental impact reports shall contain the information outlined in [Article 9 of the CEQA Guidelines], but the format of the document may be varied."^e The Governor's Office of Planning and Research interprets this to mean that an EIR "...may be prepared in a wide variety of formats, so long as the essential elements of information are included."^f

The Tier III EIR is intended to supplement the information contained in the Tier I Environmental Impact Report as this data reflects

greater available detail associated with the Traffic Plan. While the Traffic Plan has been the subject of separate preparation and adoption, it is an integrated component of the Circulation Element and does not stand by itself.

The Tier III EIR is organized to highlight *only that environmental information that represents different environmental impacts than the Tier I EIR.*

1.2 The Final Environmental Impact Report

The Final Environmental Impact Report (Final EIR) represents an analysis of identified issues of potential significance generated by the Tier III project and those received during the Notice of Preparation period.

^d 14 CCR §§15120-15142.

^e Office of Planning and Research, CEQA: California Environmental Quality Act, Law and Guidelines (North Highlands: State of California, June, 1986), annotations page 132.

^f Ibid.

1.3 Administration of the Environmental Impact Report

Project City of Fort Bragg

Project for which this document is prepared

..... North Fort Bragg Traffic Plan (mandated by the Local Coastal Plan)

Lead agency actions required

Action by the City Council to amend the Fort Bragg General Plan with the adoption of the Traffic Plan as part of the Circulation Element

Responsible agencies⁸

California Department of Transportation (CalTrans): cooperation needed for implementing the goals related to the State Transportation Improvement Program (STIP) and State Highways.

Mendocino Council of Governments (MCOG): Approval required to implement programs requiring COG funds.

California Coastal Commission: Review of the Plan for conformance with the Local Coastal Plan.

Mendocino County Board of Supervisors: Approval of a memorandum of understanding or joint powers agreement to implement portions of the Traffic Plan in the unincorporated area.

Report supervision Scott Cochran, Planning Assistant
City of Fort Bragg

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Fort Bragg, California 95437
(707) 961-2825

Consultant for preparation of the EIR Eric Jay Toll AICP
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Carson City, Nevada 89701
702 · 883 · 8987

1.4 Purpose

The purpose of the tiered environmental impact report (EIR) is twofold. First, it is intended to examine the proposed circulation element and alternatives in order to supply the data required for an informed decision by the Council. Second, the Tier I EIR is intended to provide a foundation from which future project-specific environmental impact reports can be prepared. Early in the implementation of the California Environmental Quality Act, a document called a *Focused EIR* was permitted when it appeared that environmental issues were centered around one or two topics. Legal decisions and a refinement of the EIR process resulted in the elimination of the Focused EIR as a viable option in the early 1980s.

The Tiered EIR replaced that concept with a different approach. When a city is considering a policy document, it is not only impractical, but highly speculative to require that

⁸ A responsible agency is a public agency which will issue a permit for a project over which the lead agency has primary responsibility (14 CCR §15381).



means by which a mitigation measure can be imposed in a General Plan.^h The tiered EIR provides a focus by identifying that there are potential impacts in an area for which a policy may permit future development. By making this identification, the property owner then knows in advance that the application for development must specifically address the issue identified in the lower tier of the EIR.

Using the Tiered EIR as a foundation for assessing future development means that the specific project is submitted with a far greater understanding of its environmental consequences than if there were no base from which a future EIR could be prepared.

This document represents the Final Environmental

Impact Report for the North Fort Bragg Traffic Plan. It is a continuous document that originates with the Environmental Impact Report for the Circulation Element revision program.

^h Policy documents, unlike a specific project proposal, are "paper products." Building permits are not issued, subdivisions are not given tentative approval, nor are future entitlements delivered as a result of approval of the Plan or its amendments. What occurs is that the Plan opens the door to such projects. Environmental analysis of the General Plan and proposed changes needs to focus on what the open doors mean to the community.

This is a subtle, but distinct difference, between a project-specific EIR in which a physical activity will take place on a specific parcel of land. In the former, areas in which special development consideration are needed can be identified, but specific mitigation cannot be proposed because it is not known how the parcel will be developed. In the latter, a proposal is on the table for certain physical development, so that the exact impacts of the project can be examined.

2 Scope of issues

2.1 Direct vs. indirect impacts

The California Environmental Quality Act requires that an environmental impact report review a list of environmental issues to determine if approval of a proposed project will result in the potential of a *significant effect*. To assist the development of an environmental review program, the State's codified regulations include appendices to provide a measurement of which effects are significant or not significant.¹ In addition to examining the direct impacts potentially created by a proposed project, the EIR is required to examine *indirect environmental effects*. Indirect impacts are those which are not created by the project's approval, but may eventually occur when other projects that are enabled by the project (the Circulation Element) are developed. This assessment of indirect issues is the focus or main scope of the Tier I EIR. The support for this approach comes from the CEQA Guidelines:

§15385 Tiering. "Tiering" refers to the coverage of general matters in broader EIRs (such as on general plans or policy statements) with subsequent narrower EIRs or ultimately site-specific EIRs incorporating by reference the general discussions and concentrating solely on the issues specific to the EIR subsequently prepared. Tiering is appropriate when the sequence of EIRs is:

(a) From a general plan, policy, or program EIR to a program, plan, or policy EIR of lesser scope or to a site-specific EIR.

(b) From an EIR on a specific action at an early stage to a subsequent EIR or a supplement to an EIR at a later stage. Tiering in such cases is appropriate when it helps the lead agency to focus on the issues which are ripe for decision and exclude from consideration issues already decided or not yet ripe.

In using the tiering concept, the EIR will separate those issues which are direct, and need to be examined in substance at this Tier in the EIR process from those effects that are indirect, and are better reviewed in a later tier. The Guidelines define effects as:

§15358 Effects. "Effects" and "impacts" as used in ... (the) Guidelines are synonymous.

(a) Effects include:

(1) Direct or primary effects which are caused at the same time and place.

(2) Indirect or secondary effects which are caused by the project and are later in time or farther removed in distance, but are still reasonably foreseeable. Indirect or secondary effects may include growth-inducing effects and other effects related to induced changes in the pattern of land use, population density, or growth rate and related effects on air and water and other natural systems, including ecosystems.

(b) Effects analyzed under CEQA must be related to a physical change.

¹ 14 CCR Appendix G.

2.2 Potentially significant environmental effects

One area of confusion associated with the California Environmental Quality Act is the determination of which environmental impacts are considered to be significant, and which impacts are not. The CEQA Guidelines include a general yardstick from which significant impacts can be measured. The measures, which are included as Appendix G in the Guidelines were used to define the scope of potentially significant impacts generated by the Circulation Element.

A project will normally have a significant effect on the environment if it will:

- (a) Conflict with adopted environmental plans and goals of the community where it is located;*
- (b) Have a substantial, demonstrable negative aesthetic effect;*
- (c) Substantially affect a rare or endangered species of animal or plant or the habitat of the species;*
- (d) Interfere substantially with the movement of any resident or migratory fish or wildlife species;*
- (e) Breach published national, state, or local standards relating to solid waste or litter control;*
- (f) Substantially degrade water quality;*
- (g) Contaminate a public water supply;*
- (h) Substantially degrade or deplete ground water resources;*
- (i) Interfere substantially with ground water recharge;*
- (j) Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community or ethnic or social group; or a paleontological site except as a part of a scientific study;*
- (k) Induce substantial growth or concentration of population;*
- (l) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system;*
- (m) Displace a large number of people;*
- (n) Encourage activities which result in the use of large amounts of fuel, water, or energy;*
- (o) Use fuel, water, or energy in a wasteful manner;*
- (p) Increase substantially the ambient noise levels for adjoining areas;*
- (q) Cause substantial flooding, erosion or siltation;*
- (r) Expose people or structures to major geologic hazards;*
- (s) Extend a sewer trunk line with capacity to serve new development;*
- (t) Substantially diminish habitat for fish, wildlife or plants;*
- (u) Disrupt or divide the physical arrangement of an established community;*
- (v) Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected;*
- (w) Conflict with established recreational, educational, religious or scientific uses of the area;*
- (x) Violate any ambient air quality standard, contribute substantially to an existing or projected air quality violation, or expose sensitive receptors to substantial pollutant concentrations;*
- (y) Convert prime agricultural land to non-agricultural use or impair the agricultural productivity of prime agricultural land;*
- (z) Interfere with emergency response plans or emergency evacuation plans.*

In concert with the information presented here, the judgement as to whether an impact is significant is based on whether there is substantial evidence in the record to support a fair

argument that a project may have a significant effect on the environment. The conclusions are the issues detailed in EIR Table 1 on page EIR Page 8.

The proposed project is the approval of a revised Traffic Plan that will be a part of the Circulation Element for the Fort Bragg General Plan. The Traffic Plan proposes a number of policies that are intended to guide development and assessment of traffic impacts in the area north of the Pudding Creek bridge and south of the City limits in north Fort Bragg. The proposed Traffic Plan will be incorporated into the General Plan and will replace Chapter III.E in the 1992 Circulation Element.

When the North Fort Bragg Traffic Plan is adopted, the City will need to incorporate the proposed programs into its annual budget. Some of the implementing programs will require the enactment of new ordinances or regulations for development projects. Others will require the calculation of an impact fee to be assessed against new development. These are just a few of the types of actions that will be taken in order to put the Traffic Plan into effect.

2.3 Issues considered significant

EIR Table 1 serves as an analysis of the issues that are believed to have potentially significant direct or indirect environmental impacts as a result of approving the Circulation Element as it is presently written. These are the issues that are addressed in more detail in the environmental impact report.

To aid the decision as to whether or not an environmental impact report is to be prepared, an *initial study* may be developed to specify which issues the lead agency believes have the potential to be significant. In situations where the decision has been made in advance that a project is to have an environmental impact report prepared, the initial study is not necessary. It is presumed that when the project is reviewed for its environmental consequences, the scope of potentially significant effects will become apparent.

With the Traffic Plan, EIR Table 1 serves as an initial study. This is the listing of the issues which are believed to be potentially significant prior to the start of the EIR preparation. During the preparation of the EIR, some of the issues were determined not to have significant effects. These are identified in the EIR and in Chapter 7 beginning on page EIR Page 19.

EIR Table 1: Summary of potentially significant direct and indirect issues

† denotes *Initial Study* issue number. ‡ denotes *Direct* or *Indirect* impact analyzed in the Circulation Element Environmental Impact Report.

★ denotes impact that is generated by the Tier III project.

Impacts with direct or indirect impacts identified, but without the ★ are assessed in the Tier I EIR.

● denotes *This is likely to be found to be a potentially significant effect.*

○ denotes *This may have the potential to be a significant effect.*

IS#†	Issue	Dir‡	Ind‡	Explanation
1a	Earth: Compaction, overcovering, or displacements		★ ●	When road construction takes place, grading is required, including cuts and fills.
3b	Water: Changes in absorption rates or run-off		★ ○	The area in which the road is proposed for development is already predominantly compacted soil, which has low permeability. The introduction of paved surfaces will result in additional impermeable surfaces,
6	Noise: New noise level contours need to be projected for the new road routes		★ ○	Showing new roads or changes in traffic patterns may result in increases in ambient noise levels in certain locations.
13d	Traffic: Alterations to present patterns of circulation or movement of people and/or goods		★ ●	The Traffic Plan does not proposed changing traffic patterns, but is an improvement to an existing alignment.

3 Comments received during the review of the Draft Environmental Impact Report

There were three letters received concerning the draft environmental impact report. Six people spoke about the traffic plan during the public hearing on July 27, 1992. None of these comments were directed to the Environmental Impact Report.

The three letters received were from the California Department of Transportation (CalTrans), the Mendocino County Department of Public Works, and Mrs. Jeannette Bennett. The letters and responses are on the following pages:

3.1 Letter from the California Department of Transportation

STATE OF CALIFORNIA—BUSINESS, TRANSPORTATION AND HOUSING AGENCY

PETE WILSON, Governor

DEPARTMENT OF TRANSPORTATION

DISTRICT 1, P.O. BOX 3700
EUREKA, CA 95502-3700
TDD PHONE 707/443-6463
(707) 445-6412



September 1, 1992

1-Men-1-62.1/64.2
01-291900
Circulation Element,
North Fort Bragg Traffic Plan
General Plan Revision Program
SCH #91093091

Mr. Scott Cochran
City of Fort Bragg
Planning Department
416 N. Franklin Street
Fort Bragg, CA 95437

Dear Mr. Cochran:

We have reviewed the City of Fort Bragg General Plan Revision Program Circulation Element North Fort Bragg Traffic Plan and Tier III Environmental Impact Report dated July 17, 1992. We have previously commented on the Notice of Preparation on November 11, 1991 and on an earlier draft (dated May 4, 1992) on June 16, 1992. Issues raised in these previous documents have not been addressed in the July 17, 1992 draft Traffic Plan and DEER. We now offer the following comments:

The draft Traffic Plan and DEER of July 17, 1992 was difficult to use because the document was printed and assembled with pages out of sequence and was in need of editing. Renumbering of policy and implementation recommendations from the earlier draft of May 4, 1992 made document comparison difficult.

We remain concerned that the Traffic Plan does not propose sufficient right of way width for Route 1. The Traffic Plan's recommended right of way width does not appear to address a number of potential concerns:

EIR Issue I — Responses to CalTrans bulleted items

The additional width required at intersections will be addressed during actual engineering and design of the road alignment. The Plan does not intend to limit intersection right-of-way width, only the main route. The contract to prepare the Plan did not include actual engineering of alignment or road design.

The Plan includes a provision to add right-of-way or easements for utilities.

Pedestrian and bike lanes were addressed in the draft. The final more clearly defines that pedestrian and bicycle traffic is to be directed to the Coastal Conservancy's Coastal Access Route (CAR).

It would appear that there is little, if any, need for extensive cut or fill from north of the Best Western Motel to the north City limits. The Plan is not clear, and has been revised to indicate that continuous left-turn improvements are proposed for the area from the Best Western driveway to the north City limits. The improvements to Pudding Creek Road intersection and Highway 1 would not be constrained by the proposed narrow right-of-way.

The Plan has been revised to prohibit on-street parking.

- added width needed at intersections;
- longitudinal utility location;
- pedestrian and bicycle facilities such as sidewalks and/or bike lanes;
- realignment/added width at curves due to shift in alignment;
- any added right of way needed for cut or fill slopes or drainage;
- on-street parking.

We recommend a right of way width of 50-feet from centerline as the minimum necessary. We disagree with the analysis and conclusion on page 14, Section 9.2 in the DEER that states:

"Caltrans recommends a full freeway standard utilizing a one-hundred foot right of way from the center line of the existing road. If the City follows this course, the width of the right of way will eliminate all development potential on the west side of the highway, and require condemnation of 17 parcels on the east side of the highway. Since the objective of the project is to accommodate the traffic generated by the potential development in the area, this alternative is not realistic in light of the setbacks and parcel configurations already existing in the area."

EIR Issue II — Incorrect terminology and assumptions

Section 9.2 has been revised to reflect the Caltrans comments.

Such statements demonstrate a lack of understanding of right of way needs for Route 1. The 50-feet from centerline is consistent with §306.1 of the Highway Design Manual, which recommends a

minimum of 100-foot right of way for a two-lane highway (50-feet from centerline), new construction. While a two-lane facility could be a freeway, it generally is not. The DEER should consider a range of options such as parallel alignment development or improvements less than "full freeway standard" other than the "no project" alternative. Relegating pedestrians and bicycles to an unidentified separate facility, as suggested in the Traffic Plan and DEER, would not be supported by Caltrans as a preferred alternative.

Caltrans has a programmed rehabilitation project which is tentatively scheduled for construction in 1996. This rehab project is located south of the limits of the North Fort Bragg planning area. A realignment highway improvement project is scheduled for construction in 1993 and extends from Post Miles 64.3 to 65.1. We do not anticipate substantial highway improvements subsequent to our current rehab and realignment projects. We disagree with the statement on page 3, #2 Summary of conclusions: "The solutions to serving the traffic needs of the north Fort Bragg area are well defined." Any improvements desired by the City or recommended as a result of this Circulation Plan should be brought to our attention as soon as possible. Circulation Plan implementation and mitigation responsibilities need to be clearly stated, including financial contributions of the City and/or developers toward highway improvement projects.

EIR Issue III — Traffic solutions

The Plan has been revised to reflect the proposed right-of-way crosssection of two travel lanes, a continuous two-way left-turn lane, and two four-foot shoulders. The proposed 68 foot right-of-way includes adequate room for two additional twelve foot traffic lanes. The Plan concedes that the right of way does not conform to standard formulae. The position is that if there is to be a standard road, no development-related improvements are needed because of the number of parcels that will be lost to the right-of-way. Based on the ten year traffic projections, the two-lane with turn lanes are more than adequate to maintain a level of service of D and higher.

Page 3 of the [Draft] Traffic Plan describes a right of way compensation plan which does not appear to be consistent with the intent of eminent domain law, which allows any property owner involved in an acquisition the basic right to be awarded just compensation (in dollars, not in density transfers). The property and the acquisition must be valued and an estimate of severance damages/special benefits obtained. While density credits could function as an alternate payment, it must be equated in terms of dollar value equivalency.

While we understand the intent to fairly compensate the loss of potential development area caused by the widening of Route 1 all to the east, we oppose any density transfer at the expense of

EIR Issue IV — Compensation program

The compensation program provides flexibility. Its purpose is to create a basis for a dollar comparison through density transfer or outright purchase. An appropriate policy has been added to the Plan. The precise dollar equation would need to be generated by an appraiser at the appropriate time.

adequate on-site parking. Since the draft Traffic Plan recommends the use of density transfer, we request that development to any density greater than that supported by the actual remaining useable parcel size, (after right of way acquisition and/or implementation of a corridor preservation setback), should be subject to the discretionary review process, such as a conditional use permit. Implementation Measure TP-1.4(a) does not acknowledge the portion of the parcel which would have been subject to a corridor preservation setback (50-feet from centerline). The corridor setback would not have been available for development anyway. Implementation Measure TP-1.4(a) should be revised to state that the funds from the assessment district may serve as a local contribution for Route 1 improvement projects.

The Traffic Plan does not include the data concerning trip distribution and volumes for computing Level of Service (LOS). Without the calculation it is difficult to determine how the analyses and conclusions in the Traffic Plan were reached. It appears that the Traffic Plan treats Route 1 as a local collector. The Traffic Plan should reflect the functional classification of the Route, which is a Rural Minor Arterial. The Traffic Plan needs to consider the future need for improvements to provide facilities for through traffic.

While Caltrans does not question the retention of reserve capacity by the City for a collector totally within its boundaries, we strongly feel that state highway capacity is not retained by the local jurisdiction through which it passes. It is, however, the responsibility of the local agency to assure that individual and cumulative development does not adversely impact the highway's operation.

Parallel north-south accesses should be provided in the north part of Fort Bragg. Such parallel routes would minimize the number of turning movements and trips onto the State Highway and could, therefore, improve safety and the flow of traffic for this highway segment. The Mendocino County Regional Transportation Plan (RTP) supports the construction of a two-way left-turn lane on Route 1 from Pudding Creek to 0.1 mile south of Odom Lane (post miles 62.1/64.1). This candidate project was included at the request of the City. Such a project could only be accommodated with right of way widths of 50-feet from centerline. The RTP

also include reference to the District System Management Plan and states that Route 1 operational and new facility improvements will be needed in the Fort Bragg area. The City needs to consider interfacing with Regional Transportation Planning goals and objectives with the goals, policies and implementing programs in the North Fort Bragg Traffic Plan.

We are concerned that the draft Traffic Plan does not address the cumulative impacts from a series of small projects that could be significant but would be exempt from evaluation according to the criteria. Trip generation should be estimated and applied to the traffic budget considerations. In addition to through volumes of traffic, other factors such as turning movements need to be considered in determining the impacts of development on traffic and Level of Service.

EIR Issue V — Cumulative impacts and small projects

The traffic plan is intended to address cumulative impacts. It deals with the long-term, individual development of all parcels in the Plan area. We would disagree with the interpretation in this paragraph. The Plan addresses long-term and total traffic increases, including the traffic generated, production and attraction, and critical lane volume, from inside and outside the Plan area. This information is available in the Traffic Appendix.

Should you have any questions please feel welcome to call Linda Evans at (707) 441-5812.

Very truly yours,

PATRICIA L. SECOY, Chief
Transportation Planning Branch

3.2 Letter from the Mendocino County Department of Public Works

C.F. CAMPBELL, DIRECTOR

Ex Office
Road Commissioner - County Surveyor
County Engineer

**COUNTY OF MENDOCINO
DEPARTMENT OF PUBLIC WORKS**

UKIAH, CALIFORNIA 95482
(707) 463-4363
FAX (707) 463-5474

DIVISIONS

Administration & Business
Airports
Engineering and Technical Assistance
Land Improvement
Transportation/Roads

24 July 1992

Scott Cochran, Planning Assistant
City of Fort Bragg
416 North Franklin Street
Fort Bragg, CA 95437

RE: CIRCULATION ELEMENT -- NORTH FORT BRAGG TRAFFIC PLAN

Dear Mr. Cochran:

We have reviewed the NORTH FORT BRAGG DRAFT TRAFFIC PLAN AND TIER III ENVIRONMENTAL IMPACT REPORT dated 17 July 1992 and received under cover of the Notice of Completion dated 13 July 1992. While we wish to thank you for the opportunity to review these documental we have no comments on the project to contribute at this time. If you have any questions regarding this, please contact me at your convenience.

Sincerely,

C. F. Campbell,
Director of Public Works

By: Stanley Townsend
Engineer II

EIR Issue VI — Response to the Mendocino County Planning Department
No response necessary

3.3 Letter from Mrs. Jeannette Bennett

Eric Jay Toll
1050 East William
Suite 407
Carson City, Nevada 89703
[letter reproduced as received without changes to format or spelling]

Dear Mr. Toll;

I would like to address some issues regarding the traffic plan and the water and sewer extension plan for the northern Fort Bragg area.

I own property located on the southeast corner of Pudding Creek road and Highway 1. My A.P. is 20-550-01.

1. The property size is 1.3 acres not 2.60 as listed in the assessors records and in your report. The property was resurveyed when we purchased the property.
2. The most important fact is the amount of useable area; it is 3/4 of an acre—just enough to build a 30 unit motel and managers quarters. We have approval for the permits from the City of Fort Bragg. If any property is taken away it would definitely impair our project.

EIR Issue VII — Size and useable space

The charts in the EIR reflect the actual parcel acreage as indicated by Mrs Bennett. The proposed assessment and proportional allocations of traffic are based on the project. The motel density and intensity is based on gross acreage, even though the buildable area is smaller.

3. I requested that our property be included in the water and sewer improvement area, not as an alternative bid but in the overall plan at the city council meeting on July 27, 1992. I know that this decision is not up to you but I feel as an owner in this improvement area we are entitled to the same benefits of improvement as any other property in this area.
4. The allocation of proportional costs for road design and improvements I feel is way too high for our parcel. I know that properties located in intersections have more traffic but if you look at this particular intersection at Pudding Creek Road and Highway 1, what more

can be done? It seems as though the intersection is plenty wide and there is a turn lane from the north. A continuous turn lane does not seem feasible due to the narrow corridor north of the Pudding Creek bridge to Ocean Lake Mobile Home Park. This was also discussed at the city council meeting. We have also had our own Traffic Impact Study prepared by Bernard C. Johnson dated October 12, 1989 which essentially states that no major improvements are necessary due to our project. If you would like further information I will be glad to send a copy of the report to you.

EIR Issue VIII — Amount of the assessment

The proportional costs associated with the project have been adjusted, as were all allocations, from the percentages shown in the Draft Plan. The project is still required to contribute its proportional share as a part of the cumulative effects of new traffic in the area. The Vista Manor will not be assessed if the new traffic allocation is ultimately selected. The fairest approach is to create an assessment district, but this has been difficult in the past. The Council will ultimately need to select a final method for funding the assessments.

5. Why is Vista Manor completely exempt from any allocation costs of improvement? They own property which fronts an intersection and they have a driveway which ingresses and egresses directly onto Pudding Creek Road. I know that this is not their main entrance but I have seen cars use this driveway. Also what about the heavy use of this intersection by Fort Bragg Disposal? I feel it is unfair to make one parcel pay for any improvement in this intersection when other businesses will benefit from this.

I hope to be informed of any further adverse decisions affecting my property before they are implemented.

Sincerely,

Jeannette Bennett
9475 Simpson Lane
Fort Bragg, CA. 95437
(707) 964-7783

4 Summary of environmental issues

4.1 Conformance to plans

The proposed project results in a change to the Fort Bragg General Plan Circulation Element. The Traffic Plan does not result in the development of any policies which are internally inconsistent to the remainder of the General Plan. The Traffic Plan does not have significant environmental impacts associated with land use and policy conformance. The Element, in effect, is a response to the existing land use patterns that have been developing in Fort Bragg since the adoption of the General Plan in the early 1980s. No mitigation or changes to the proposed element are required.

4.2 Earth

4.2.1 Summary of major findings

There is one potential indirect impact associated with earth. This is the effect of soil compaction and overcovering. When new roads are constructed or improved as a result of the policies included in the Plan, the road beds require compaction and overcovering of native earth. When overcovering occurs, the existing earth surface is compacted or covered with an impermeable material. This disrupts the ability of the soil to allow water to be absorbed, and increases the run-off. When water run-off increases, it carries with it soil and other surface matter. These are called "sediments," which can then be carried into water courses. Additionally, an increase in compacted areas results in a decrease in area serving as a collection for aquifer recharge.

4.2.2 Proposed mitigation

(a) Any proposal to construct a new road or reconstruct an existing road shall require that the engineering firm designing the road alignment, grade, and structure address the effects of surface run-off on erosion-prone surfaces.

4.3 Water

4.3.1 Summary of major findings

The proposed improvements to Highway 1 will result in a widening of the existing state highway. This may decrease areas available for water recharge. However, the alignment is predominantly overcovered with developed properties, and the amount of undisturbed land area that will be removed from recharge is insignificant. It amounts to less than 1.34 acres of the

334± acres within the Plan area. The design plan will incorporate controls on drainage which can aide in offsetting potential runoff of road surface contaminants. No mitigation is required.

4.4 Noise

4.4.1 Summary of major findings

Traffic noise in a community is one of the major sources of ambient noise levels. If noise levels become excessive, the sound can become a nuisance, a health hazard, or both. One part of the General Plan is a Noise Element. The Traffic Plan adoption may directly result in some changes related to noise for residences in the Todd Point area.

Traffic pattern changes in the Plan area, even at full build-out, are not substantial increases in volume. The changes in noise-levels are less than five decibels, which is not considered significant.

4.5 Traffic and circulation

4.5.1 Summary of major findings

The Traffic Plan is a refinement and implementation of the Circulation Element for the North Fort Bragg area. The need for these improvements is detailed throughout the findings in the Traffic Plan and the Circulation element as a means of resolving the problems associated with traffic flow in north Fort Bragg. The discussions may be found in the summaries of major findings that lead the various sections of the Traffic Plan.

For this reason it is not necessary to repeat each of the implementing programs that are identified in the proposed Circulation Element.

4.5.2 Mitigation measures

The Tier III Environmental Impact Report, Traffic Plan, and Circulation Element are incorporated as one document. The North Fort Bragg Traffic Plan implements the programs outlined in Circulation Element Chapter III.E.

5 Cumulative effects of the project

Cumulative effects are environmental impacts which are not significant when they are viewed in isolated circumstances, but when they combine with other aspects of the project or similar offsite environmental impacts, the sum of the effects become significant.

When viewed as a part of the overall General Plan, the Traffic Plan does not provide any cumulative impacts, but in effect is in response to cumulative effects generated by other aspects of the General Plan. This statement is based on conclusions associated with the fact that there are direct development entitlements that are made possible by the project.

If the Plan is approved as proposed, it is intended to serve as a relief action for the existing circulation and transportation patterns in the North Fort Bragg area. The proposed Plan provides a means of reducing densities to ensure an even distribution of available traffic while still maintaining the targeted Level of Service D. The Plan itself centers on assessing and mitigating potentially significant cumulative impacts. The Plan is an accommodation of cumulative impacts.

6 Growth inducing impacts

The proposed project, however, does respond to growth-inducing pressures that have occurred as a result of the Land Use element and the Local Coastal Plan. Development is pending on the north Fort Bragg area which, if allowed to move forward in concert with the maximum development potential, would overload the street system. If the proposed new roads are constructed, they will provide opportunities for development on parcels which now would have difficulty handling the necessary improvements. The Plan provides a system for handling the growth inducing impacts in a manner to offset potential traffic problems. This is the implementation program of the Traffic Plan.

7 Effects found not to be significant

Virtually all projects have environmental effects. The analysis provided by an environmental impact report is to determine whether or not the potential impacts are adverse and significant. The proposed project provides a policy base from which the City can implement programs designed to alleviate problems and achieve goals.

There are a number of environmental issues which, early speculation indicated, might have adverse environmental effects. However, the analysis is carried out to examine how the Circulation Element contains checks and balances that will ensure project-specific environmental review will occur at the development stage.

For this reason, a number of impacts associated with physical development are found not to be significant:

Land use policy: The proposed project becomes part of the General Plan, and does not result in internal inconsistencies.

Traffic and circulation: The proposed plan accommodates traffic growth in the north Fort Bragg area, and does not have any significant effects.

Noise: The proposed plan does not result in a substantial increase in traffic that would expose people to excessive noise levels.

8 Effects for which there are no mitigation measures

None of the potentially significant environmental impacts remain without mitigation to reduce the impact to levels of insignificance.

9 Relationship between man's short term use of the environment and long-term environmental benefits

When considering adoption of a policy document, cities and counties must examine the long-term consequences of the proposed action. The CEQA Guidelines state:

§15126(e) The relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity. (The EIR needs to describe the cumulative and longterm effects of the proposed project which adversely affect the state of the environment. Special attention should be given to impacts which narrow the range of beneficial uses of the environment or pose long-term risks to health or safety. In addition, the reasons why the proposed project is believed by the sponsor to be justified now, rather than reserving an option for further alternatives, should be explained.

The findings as included in the Tier I EIR are just as applicable to this tier:

The City of Fort Bragg is facing a direct problem associated with traffic. Extensive congestion, decreasing driver patience, and other safety factors are being impacted by the increasing coastal population and increases in recreation users. The proposed project provides opportunities to relieve the congestion, smooth the flow of traffic, and increase traffic safety. Implementing the proposed Circulation Element does not result in the wasteful use of any significant environmental resource. The proposed project provides additional opportunities for closer

scrutiny of the specific road route proposals to balance any potential adverse environmental impact with the benefits to the coastal community.

10 Project alternatives

When environmental impact reports are prepared, one aspect of the document is to include a series of alternatives to the project which provide decision-makers with an opportunity to see what other options might exist in lieu of, or as a modification to, the proposed project. Because the traffic plan deals with improvements to a State highway on a fixed alignment, alternatives are limited to the "no project" and the "two-lane minimum" options.

10.1 No project

The California Environmental Quality Act requires that the discussion of alternatives include an option called the *No project* alternative. This choice is to provide an assessment of what would occur if no action were taken to approve or conditionally approve a project.

In this case, the no project alternative would result in retention of the existing Circulation Element as recently adopted without the specific implementing programs for the North Fort Bragg area. The difference is that the current General Plan does not have an implementing program to carry out the solutions.

If the proposed Traffic Plan is not approved, the Circulation Element Chapter III.E remains in effect without any supporting goals, policies, or implementing programs. There would be no direction for the City from which it could develop a program to take advantage of circulation improvement opportunities in this area.

10.2 Two-lane minimum

Caltrans recommends a two-lane standard utilizing a one-hundred foot wide right of way fifty feet on each side of the center line of the existing road. If the City follows this course, the width of the right-of-way will eliminate all development potential on the west side of the Highway and require condemnation of 17 parcels on the east side of the highway. Since the objective of the project is to accommodate the traffic generated by the potential development in the area, this alternative is not realistic in light of the setbacks and parcel configurations already existing in the area.

Caltrans indicated that it would not support the relegation of pedestrians and bicycles to a separate undefined facility. At the time that the Draft documents were prepared, the status of the Georgia Pacific haul road was unknown. With its acquisition by the Coastal Conservancy, it provides a much safer and more attractive pedestrian access. Most of the pedestrian-oriented uses along the highway are on the west side of the road. Businesses could create connections

to the Coastal Access Route. We would differ with Caltrans that given a choice of walking along a road in an industrial park, or walking along the Ocean, pedestrian and cyclists would prefer the latter.

